

EVALUATING OREGON'S COMMUNITY CORRECTIONS ACT

2005-2007

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OREGON'S COMMUNITY CORRECTIONS ACT

The intended purposes of the Community Corrections Partnership Act, as listed in ORS 423.505, are to:

- (1) Provide appropriate sentencing and sanctioning options including incarceration, community supervision, and services;
- (2) Provide improved local services for persons charged with criminal offenses with the goal of reducing the occurrence of repeat criminal offenses;
- (3) Promote local control and management of community corrections programs;
- (4) Promote the use of the most effective criminal sanctions necessary to protect public safety, administer punishment to the offender, and rehabilitate the offender;
- (5) Enhance, increase and support the state and county partnership in the management of offenders; and
- (6) Enhance, increase, and encourage a greater role for local government and the local criminal justice system in the planning and implementation of local public safety policies.

COMMUNITY CORRECTIONS: A BALANCE OF SUPERVISION, SERVICES, AND SANCTIONS

Community Corrections is a partnership between the Oregon Department of Corrections and local community corrections departments that serves to provide a cost-effective means to hold offenders accountable and change their criminal behavior while protecting the community.

Each aspect of community corrections--supervision, sanctions, and services--is important to hold the offender accountable for his or her criminal behavior while protecting the community from future crimes. Local community corrections departments develop and often operate sanctions such as electronic surveillance, community work crews, day reporting centers, residential work centers, and intensive supervision programs that help the probation/parole officer hold the offender accountable for his or her behavior. Development of other services such as alcohol/drug treatment, sex offender treatment, employment, education, and mental health services to meet the requirements of the court or Board of Parole and Post-Prison Supervision is also the responsibility of Community Corrections.

Cost Per Day, 05 - 07



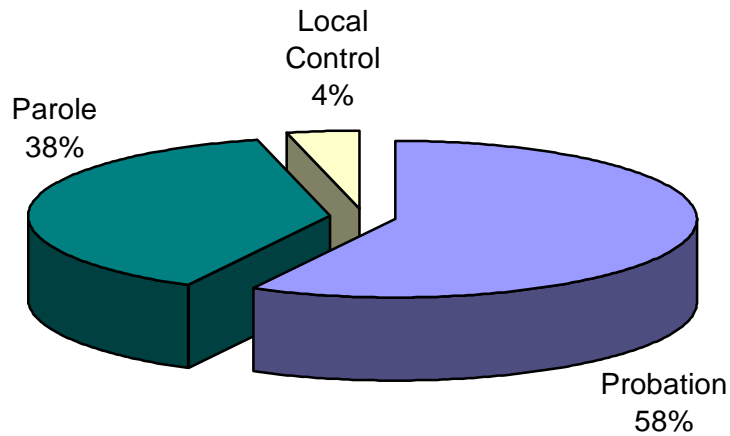
Probation/parole officers control felony offenders who are in the community by concentrating the greatest efforts on the 25 percent of offenders who are the highest risk to commit new crimes. Offenders considered the highest risk are given the greatest amount of attention, especially if their behavior and compliance with the orders of the court or Board of Parole and Post-Prison Supervision is less than desired. The contacts include home visits, office visits, employment checks, and frequent contact with other agencies including law enforcement and social service programs. Contact is progressively less frequent as risk decreases. Each offender is subject to a full array of sanctions and services to help hold him or her accountable and in reducing the likelihood that he or she will commit more crimes. Additionally, offenders are often subject to unannounced home visits, searches, random urine testing for drug use, or polygraph testing to monitor compliance with conditions of supervision.

Probation/parole officers use a variety of sanctions and treatment interventions in order to reduce the chance that an offender will commit a new crime. Research shows this approach is more effective and cost-effective than relying on jails or prisons alone as the only response to criminal behavior.

Community Corrections Sanctions and Services

SANCTIONS	TREATMENT AND SERVICES	OTHER SERVICES
<ul style="list-style-type: none"> ◆ WORK/RESTITUTION CENTER – Structured housing in which offenders are allowed to leave for work or other approved activities. ◆ JAIL – Secure custody (includes sanction and SB 1145 beds). ◆ ELECTRONIC HOUSE ARREST - Offender spends most of time at home with small transmitter attached to wrist or ankle. ◆ DAY REPORTING – Requires offender to report daily to a central location, may include curfew, community work, drug testing, alcohol/drug groups, cognitive restructuring, employment readiness and education. ◆ COMMUNITY SERVICE & WORK CREW - Offenders are assigned to work for government or private non-profit agencies. ◆ PRE-TRIAL SERVICES – Selection and supervision release of pre-trial detainees to free up secure custody beds for higher risk offenders. 	<ul style="list-style-type: none"> ◆ SUBSTANCE ABUSE TREATMENT (OUT-PATIENT & RESIDENTIAL) Group and/or individual treatment to address alcohol and drug issues. Ranges generally from 28 to 180 days. ◆ DRUG COURT - A court supervised diversion program for offenders charged with drug offenses. ◆ MENTAL HEALTH TREATMENT - Includes general counseling, evaluations, and services for mentally ill offenders. ◆ ANGER MANAGEMENT – A program delivered in a group setting that teaches methods to control anger in a productive manner. ◆ DOMESTIC VIOLENCE – Supervision, education and treatment to prevent domestic violence and address battering behaviors. ◆ COGNITIVE RESTRUCTURING - A program that addresses flaws in how an offender thinks to assist in interrupting criminal thinking patterns. ◆ SEX OFFENDER TREATMENT - Group and individual treatment to assist in providing behavior control to sex offenders. Treatment is generally long in duration. ◆ CRISIS AND TRANSITION HOUSING – Individual and group housing primarily for parolees released from prison or temporarily experiencing instability in living arrangements. 	<ul style="list-style-type: none"> ◆ EMPLOYMENT - Assist offenders in getting and keeping jobs arrangements. ◆ EDUCATION - Assist offenders in obtaining Basic Education or GED. ◆ TRANSITION SERVICES - Services to assist the offender in transitioning from incarceration or residential treatment to the community, featuring housing, treatment, and employment. ◆ URINALYSIS - Testing for drugs and alcohol. ◆ POLYGRAPH - Disclosure and on-going testing for sex offenders to assure compliance with conditions of supervision. ◆ ANTABUSE SUPPORT - Subsidized assistance with the purchase of Antabuse - a drug to inhibit alcohol usage. ◆ SUBSIDY – Financial assistance for offenders that may purchase housing, food, transportation, work clothing etc.

COMMUNITY CORRECTIONS POPULATIONS



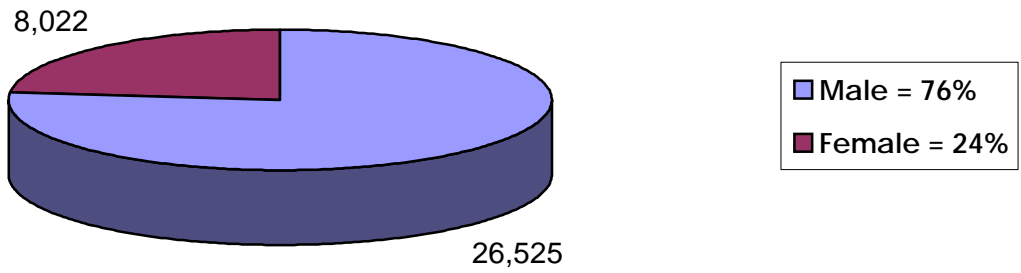
During the 2005-2007 Biennium, there were approximately 35,000 felons under supervision in the community compared with 13,000 felons in prison. The majority of felons managed in the community were not convicted of a new felony after supervision. Commission of a new crime is called recidivism, and in Oregon over 70 percent of those on supervision do **not** recidivate.

July 2006

	July 2005	January 2006	July 2006
Felony Probation	18,357	18,801	19,998
Parole/Post-Prison Supervision	12,795	12,917	13,291
Local Control, New Crimes and Revocations	1,160	1,100	1,312
Local Control Sanctions	464	448	518
Total Community Corrections Population	32,776	33,266	35,119

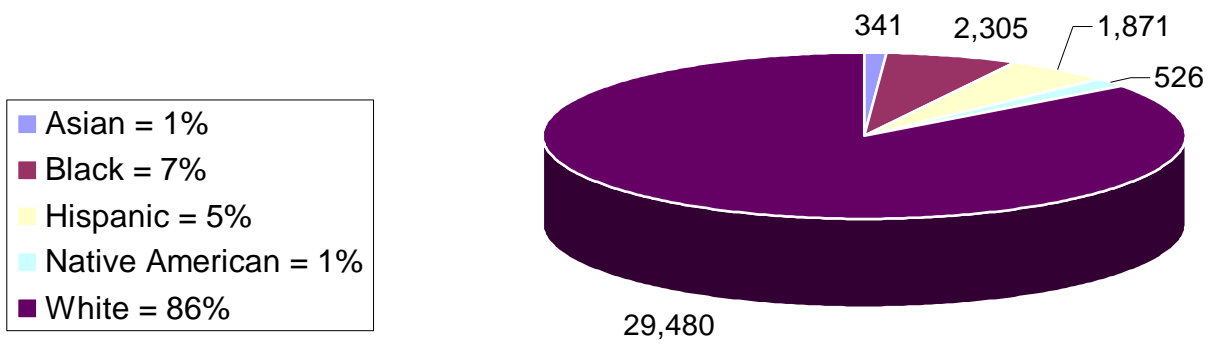
WHO'S IN THE COMMUNITY? A PROFILE OF OFFENDERS UNDER SUPERVISION

Gender



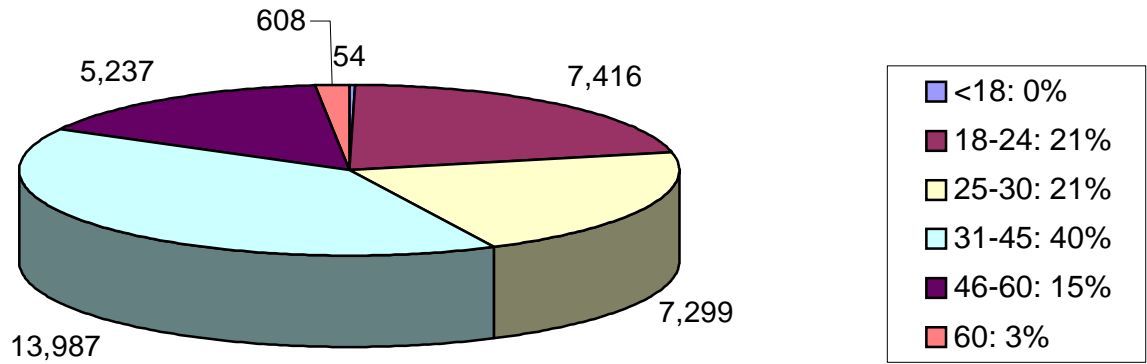
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Race



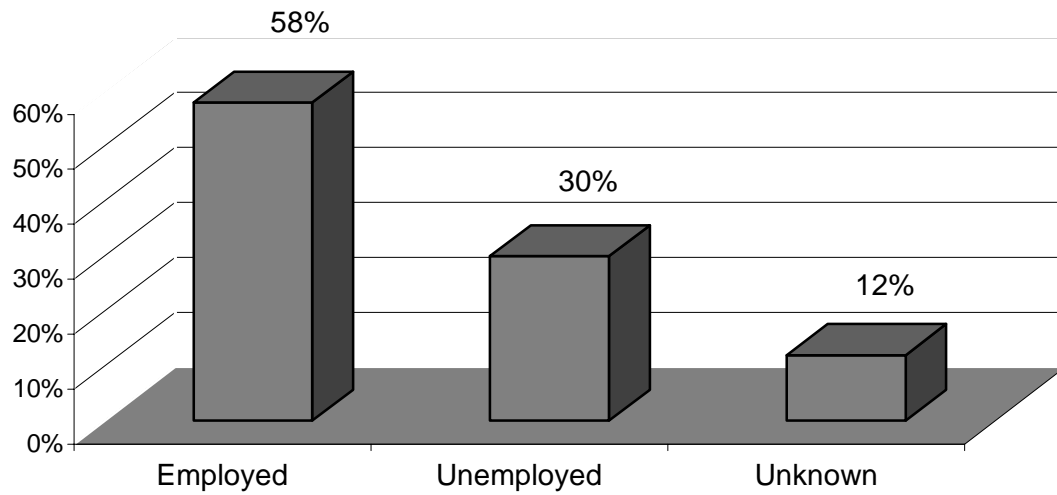
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Age



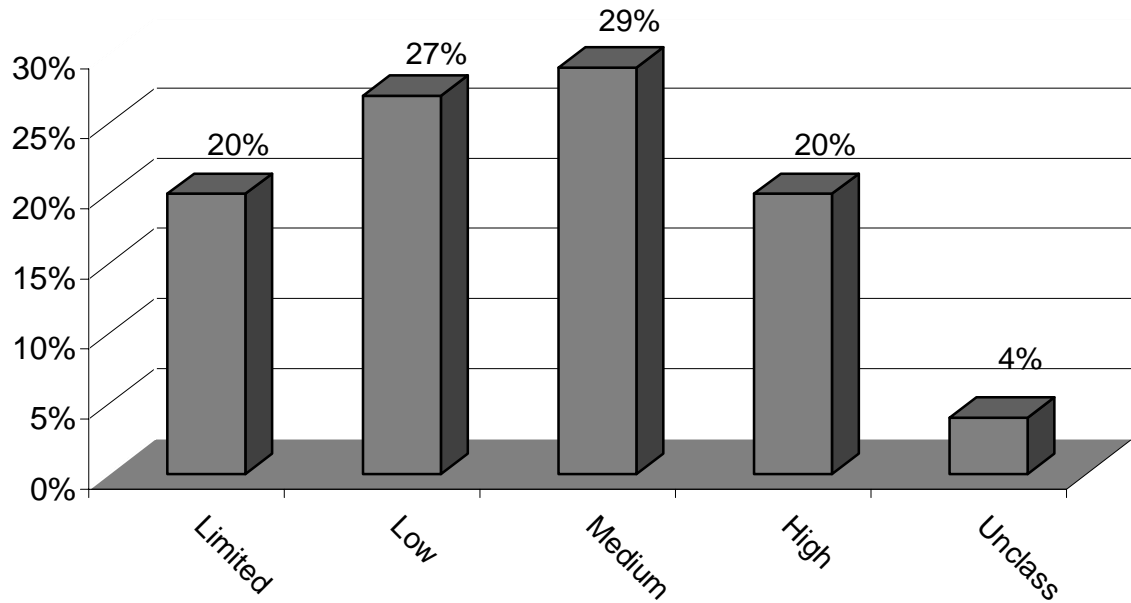
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Employment



July 2006

Risk to Re-Offend



July 2006

Risk Levels

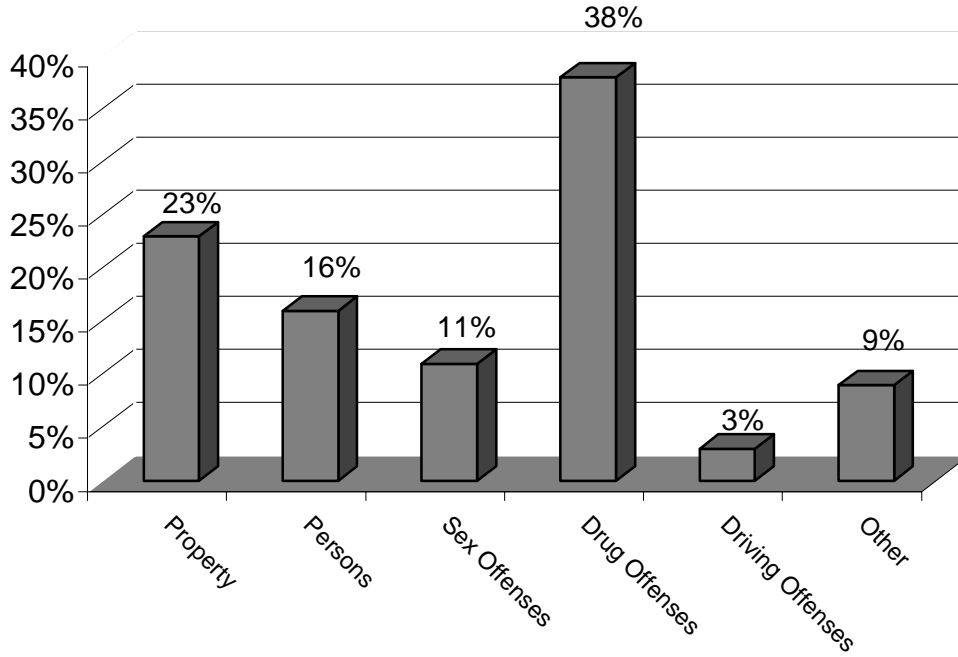
Limited: General compliance with supervision conditions

Low: Limited prior convictions
Some violations of conditions

Medium: Some prior criminal history
Substance abuse problems
Two or fewer prior convictions
Violating conditions of supervision
Often person-to-person or sex offense
Prior treatment failure

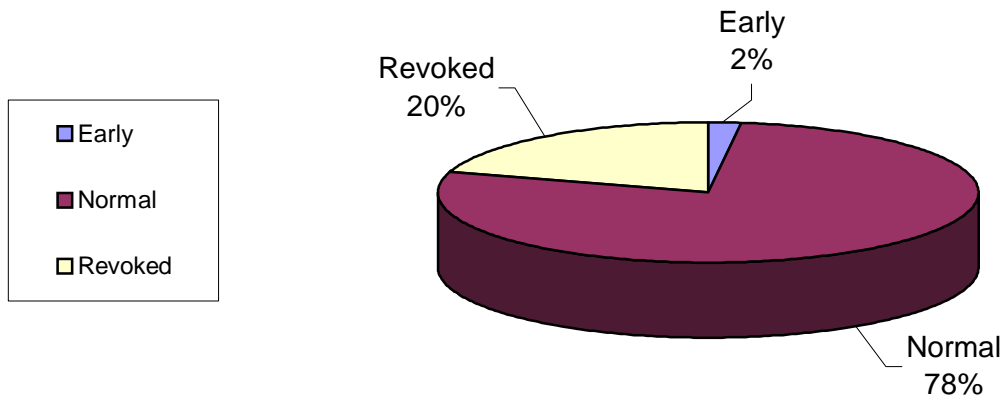
High: Four or more prior convictions
Several prior prison incarcerations
Substance abuse problems
Serious crime
Violating conditions of supervision

Types of Cases Supervised



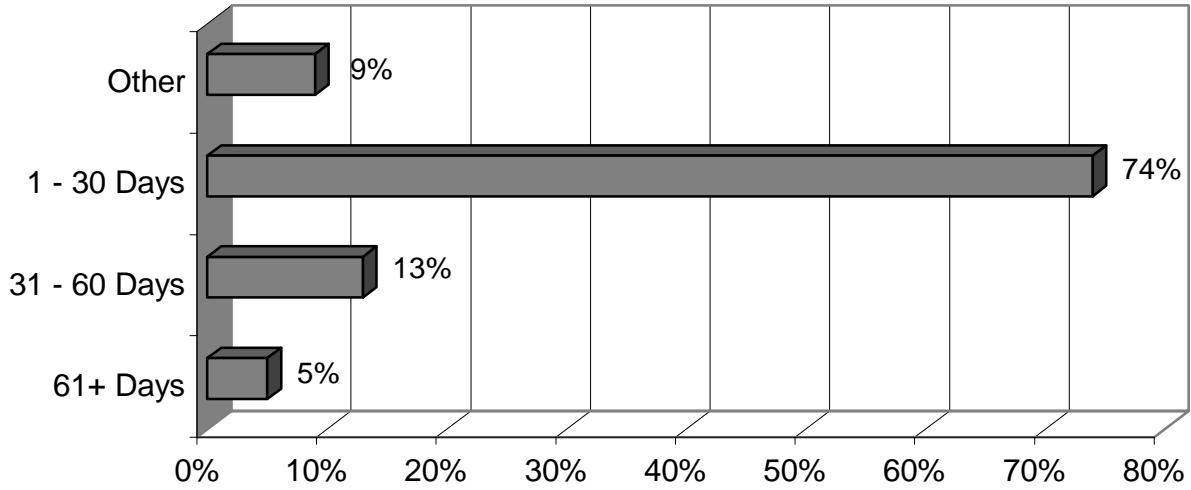
July 2006

Termination Types



July 2006

Number of Sanctions Given



July 2006

In a six-month period, 27.7% of the supervised population receives a sanction of some kind.

LOCAL SANCTIONS AND REVOCATIONS

How Local Control Sentences Are Served (New Crimes and Revocations):

How Served	7/1/05	1/1/06	7/1/06	1/1/07
Jail	84%	81.4%	81.8%	81.7%
Restricted Community	13.3%	14.5%	14.9%	16.2%
Community	2.1%	1.7%	1.8%	1.1%
Other Criminal Justice Responses	1.1%	2.5%	1.6%	1.1%

Restricted Community: Electronic Home Detention; Forest Camp; Restitution/Work Center; or In-patient Substance Abuse Treatment

Community: Community Service Work; Non-Electronic House Arrest; Intensive Supervision; or, Day Reporting

Average Length of Stay for Local Control Sentences and Sanctions:

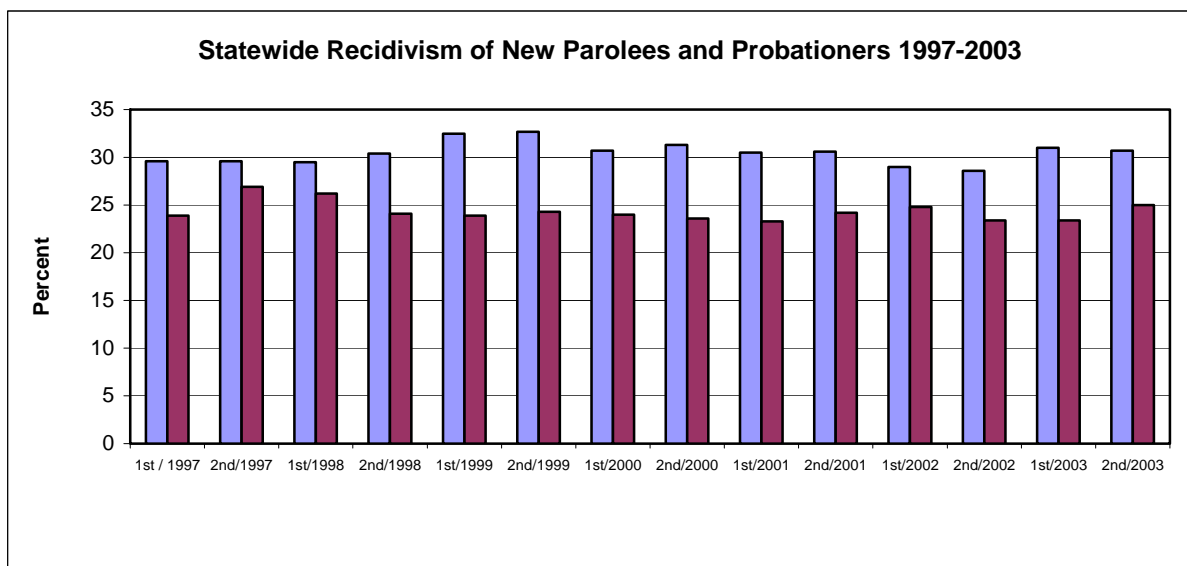
	2 nd Half 2005	1 st Half 2006	2 nd Half 2006
New Crimes and/or Revocations	95 days	94 days	92 days
Level III Sanction	62 days	60 days	62 days

Revocation Rates:

For every 100 offenders under supervision, there were 2.6 revocations for new convictions and 5.2 revocations for technical violations in July – December 2005; 2.5 revocations for new convictions and 5.6 revocations for technical violations in January – June 2006; and, 2.3 revocations for new convictions and 5.1 revocations or technical violations in July – December 2006.

COMMUNITY CORRECTIONS PERFORMANCE MEASURES

- Reduce recidivism, as measured by felony convictions from initial admission to probation, tracking for three years from admission: The most recently available data is for those offenders entering probation in the first half of the year 2005 and is 24.8. This is above the baseline of 22.3%;
- Reduce recidivism, as measured by felony convictions from first release to parole/post-prison supervision, tracking for three years from release: The most recently available data is for those offenders leaving prison in the first half of the year 2005 and is 29%. This is above the baseline of 30.5%;
- Increase the percentage of positive case closures for offenders on probation: The positive case closure rate through the first half of the year 2005 is 62.3%, which is slightly below the baseline of 62.7%;
- Increase the percentage of positive case closures for offenders on parole/post-prison supervision: The positive case closure rate through the first half of the year 2005 is 60%, which is significantly better than the baseline of 41.8%;
- Increase the percentage of restitution and compensatory fines collected that is owed to victims: For the first half of 2007, the statewide rate is 34% and 43%, collection rate, respectfully, at the time of supervision closure;
- Increase the percentage of employment and participation in treatment programs for offenders on supervision: For the first half of 2007, the statewide rate is 49% and 21%, respectively.



COMMUNITY CORRECTIONS COMMISSION CHILD WELFARE AND COMMUNITY CORRECTIONS

In December, 2005, the Community Corrections Commission set a goal to improve the collaboration between community corrections and child welfare agencies working with the same families. The Commission identified those counties that had strong partnerships between both agencies and queried them for those factors which contributed to their success. Information was also collected from child welfare staff and managers, as well as community corrections directors and staff as to the characteristics of an effective working relationship.

An advisory committee made up of stakeholders from both systems met regularly, identifying the key components of effective collaboration between agencies. Beginning discussions focused on the structure of each system, identifying the statutory responsibilities and how they are operationalized, and the expectations of clients and partnering. Later discussions included joint policy development focusing on coordinating case plans and monitoring, including responding to crisis situations, and included protocols for sharing information. Other topics included addressing ongoing coordination, adjusting to changing agencies protocols and practices, incorporating best practices from both fields, identifying training needs, and then solving problems as they emerge and are identified.

Due to this work, a Memo of Understanding (MOU) was created and supported by both Child Welfare and Community Corrections. This MOU was released statewide to both agencies, with the intent that each county would use this document as a foundation for collaboration and networking, making modifications when/if appropriate to do so based on the needs of their county. This MOU has been a successful start of partnerships between both agencies.

SEX OFFENDER PRE-RELEASE PROGRAM

The Oregon Department of Corrections identified the minimum facility at the Oregon State Penitentiary (OSP/M) for a pre-release program for specifically identified sex offender inmates. Inmates were identified by number of components, including a release date within six months, and a score on the Static-99 assessment tool which would indicate a predatory status in the community.

The goal of this program was to establish a focused, pre-release, 50 bed transition program that would prepare these inmates for treatment in the community. A steering committee of various field and institution partners identified a model approach to this project, and the first identified inmates were moved into this facility in the first half of 2007. Members of the Sex Offender Supervision Network have worked closely with OSP/M to provide reach-in and educational services to these inmates.

LEVEL OF SERVICE/CASE MANAGEMENT INVENTORY (LS/CMI)

In 2005, Community Corrections Directors agreed that a criminogenic needs assessment tool was needed to achieve their goal of reaching evidence-based practices through their supervision of offenders. It was determined the Level of Service Case Management Inventory (LS/CMI) was the best tool to meet that need, so the Department of Corrections sponsored the automation and training of the tool.

The LS/CMI is currently in use in more than 20 counties, with approximately 3300 LS/CMI's completed since its automated inception. Each county uses the tool as best determined by their need, but typically the tool is used for those offenders that are determined to be high or medium risk to re-offender through the Oregon Case Management System. By using the LS/CMI on these higher risk offenders, time and resources are better concentrated on the exact criminal risk factors of the offenders, with the overall goal of reducing recidivism.

Corrections Management Information System (CMIS)

The Corrections Management Information System (CMIS) was implemented and rolled out statewide in 2005. CMIS is a web-based strategic information system available to all staff and managers within DOC and Community Corrections. CMIS provides value by integrating information from many different business areas into one system; presenting timely, accurate and consistent data across the department. Usage of the system has steadily increased over several years to around 3,500 page hits per month as of the first half of 2006.

CMIS is a **strategic management information system** built by the Oregon Department of Corrections.

- “Strategic” in scope and level of information provided, not at the detail level of an individual or a single expense, but in aggregate. Also it brings together information from many separate computer systems from within DOC and from without, combining this into one overall view of DOC business.
- “Management information” refers to the goal of CMIS to provide information in a way that will enable more informed decision-making to manage the organization more effectively.
- “System” because it is computer based, storing vast quantities of information and displaying this to the users via a web browser.

The purpose of CMIS is to enable better strategic decision making within the Oregon Department of Corrections and Community Corrections. With access to accurate and up-to-date information about offenders and about system performance and outcomes, staff and managers within DOC and Community Corrections are able to make more timely and informed decisions. The data reflects information that can be utilized for a wide variety of uses, from assistance with policy making decisions for management;

daily caseload decisions for parole/probation officers; and, data cleanup lists for administration staff.

Appendix 1:

Memorandum of Understanding

_____ County Community Corrections
and
Oregon State Department of Human Services,
Children, Adults and Families: Child Welfare

Parties:

This agreement is between the _____ County Community Corrections (CC) and the Oregon State Department of Human Services, Children, Adults, and Families: Child Welfare in Service District _____(DHS).

Duration:

This memorandum shall become effective on the date signed by both parties, and shall remain in effect for two calendar years.

Purpose:

The purpose of this agreement is to define the roles and responsibilities of CC and DHS in working collaboratively to protect the safety of children and youth parented by adults under supervision by community corrections and child welfare.

Shared Values:

1. We understand that in order to achieve this purpose, we must share information, case planning and case coordination.
2. We will maximize public resources by working together to eliminate duplication of efforts and funding.
3. We will respect each agency's roles and responsibilities per Oregon Revised Statutes (ORS), Oregon Administrative Rules (OAR), and respective agency policies.

Case Coordination:

1. CC and DHS will define the roles and responsibilities of Parole/Probation Officers and DHS caseworkers regarding case co-management of shared clients.
2. CC and DHS will define a process for the early identification of joint cases.

3. CC and DHS will participate in the ongoing assessment of child safety and will share that information with each other in ways while complying with the applicable confidentiality laws.
4. CC and DHS will communicate about the results of screenings and staffing, and, when possible, will appear at hearings for co-managed clients. CC and DHS will include the other agency in significant decision-making meetings.
5. CC and DHS will collaborate on case planning and management issues of shared clients including coordinating the services to be provided and mutually supporting the requirements placed on the joint client by each agency.
6. CC and DHS will agree on treatment providers when similar treatment requirements are made by both systems, consistent with court orders, resources available, and weighing the needs of the client/offender's child.
7. CC and DHS will work together to engage joint clients in required treatment, and will use the incentives and sanctions available to them to retain the client in treatment.
8. CC and DHS will work toward agreement on expectations and limits placed on child visitation.
9. CC and DHS will agree on a procedure to conduct arrests when children are present.
10. CC and DHS will share information about non-compliance with case plans and about the responses to that non-compliance.
11. CC and DHS will communicate consistent case information to our clients and providers. We will keep each other informed of and share reports regarding mutual clients while complying with the applicable confidentiality laws.
12. CC and DHS will develop a process to deal with disagreements, with a priority placed on resolving the disagreement at the line level and a process defined to jointly staff the case with supervisors, if needed.

Initial Point of Contact:

The initial point of contact for community corrections shall be:

The initial point of contact for child welfare shall be:

Training:

CC and DHS will provide training for staff working in both systems to assist them in understanding the role of each agency and what the partnership can offer, as well as the specific responsibilities of each agency in carrying out the memorandum of understanding.

Oversight:

To ensure collaboration and success in these efforts, management from _____ County Community Corrections and the Oregon State Department of Human Services, Children, Adults, and Families: Child Welfare in Service District _____ will meet quarterly.

The purpose of these meetings will be to:

- 1) monitor implementation of this memorandum of understanding, assuring that each of the protocols defined have been put into action; and
- 2) engage in joint policy development focused on continued improvement in coordinating case planning and case management, adjusting to changing agency practices, incorporating best practices from both fields, identifying training needs and solving problems as they emerge.

_____ **County Department of Community Corrections**

Director

Date

State of Oregon Department of Human Services, Child Welfare Division

SDA _____ Manager

Date

APPENDIX 2: SANCTIONS AND SERVICES – MONTHLY CAPACITY 2005 - 2007 BIENNIUM

Sanctions and Services

Custody

<p>Corrections/Work Center: Purpose is to have offender in a community custody placement, without utilizing a jail bed. Designed to house offenders in a structured environment, allowing them to leave the premises for work, treatment, or other approved activities. Intent is to provide control and support for offenders who are required to pay victim restitution and other costs from wages they earn while working in the community.</p>	<p>870 Beds</p>
<p>Electronic Home Detention: Offender spends most of his/her time at home with a small transmitter attached to the wrist or ankle. A very specific schedule is required and a computer prints out an alert whenever the offender is not where he/she is supposed to be.</p>	<p>790 Slots</p>
<p>Jail: Secure custody</p>	<p>2,177 Beds</p>
<p>Substance Abuse In-Patient: Intensive group and/or individual treatment, conducted in a secure environment, to address alcohol and drug abuse issues. Usually ranges from 30 to 180 days in length, depending upon the progress and needs of the offender. Includes aftercare/continuing care services and programs, urinalysis testing, and other services to assist in sobriety.</p>	<p>540 Beds</p>

Non - Custody

<p>Cognitive: Program specific in addressing the thinking errors and patterns established with criminality. Addresses flaws in how an offender thinks to assist in interrupting criminal thinking. Programs include Breaking Barriers, Framework for Change, ADJUST, etc.</p>	1,616 Slots
<p>Community Service/Work Crew: Offenders assigned to work for government or private non-profit agencies. County corrections personnel sometimes supervise offenders, or they are given supervisors at their work site.</p>	6,193 Slots
<p>Day Reporting Centers: This program requires an offender to report to a central location each day where he/she files a written schedule indicating how each hour of the day will be spent – at work, in treatment, etc. The offender must obey a curfew, perform community work, and submit to random drug testing. It is often program intensive, including programs such as alcohol/drug treatment, employment readiness, education, and cognitive opportunities.</p>	732 Slots
<p>Domestic Violence: Individual and/or group counseling to teach methods of controlling anger in a productive manner. Category also includes family counseling to address these issues when deemed appropriate.</p>	2,654 Slots
<p>Drug Court: A few counties have formed a specialized court process specific to substance abuse issues. Supervision is usually done by the court, or appointed to specific agency, and requires various conditions to address addiction issues, such as treatment, urinalysis, community service, 12-step meeting attendance, etc. Incentive for offenders is successful completion and evidence of sobriety usually results in a lesser or even dismissed conviction history.</p>	905 Slots
<p>Employment: Programs and services to assist offenders in locating, obtaining, and maintaining their jobs.</p>	1,029 Slots
<p>Intensive Supervision: Increased requirements and expectations of the offender – usually used as an intervention for violating or concerning behavior, but also used as a program by some counties. Offender usually has increased reporting responsibilities, curfew, frequent employment checks and urinalysis testing, and increased home visits.</p>	333 Slots
<p>Mental Health Services: Programs and services vary greatly, but generally include counseling, evaluations, crisis intervention and placement, and other services for mental/emotionally disturbed and other seriously mentally ill offenders. With the shrinking resources of state mental health services, these services have become more of a responsibility to local jurisdictions.</p>	734 Slots

<p>Polygraph: Testing usually conducted with sex offenders, but sometimes used for domestic violence issues. Testing includes disclosure, maintenance, and specific issue(s), all of which are done to assure compliance with the conditions of their supervision and treatment.</p>	459 Slots
<p>Sex Offender Services: Group and individual supervision and treatment to assist in providing behavior control to sexual offenders. This can include specialized county caseloads, extensive treatment mandates, polygraph testing, and other resources and supervision expertise directed specifically for this criminal population.</p>	2,240 Slots
<p>Subsidy: Financial assistance for offenders to purchase food, transportation, work clothing and tools, crisis and transition housing. Also assists with providing housing, primarily for offenders just released from county local control or a DOC/state prison, or those whom are temporarily experiencing instability in their living arrangements. Some housing is arranged through local residential treatment setting, to assist in assuring compliance with substance abuse issues and conditions.</p>	845 Slots
<p>Substance Abuse, Out-Patient: Group and/or individual treatment to address alcohol and drug abuse issues. Some treatment may be very intensive, meeting on a daily basis or may be conducted in a day treatment model. May be confined to alcohol education groups in some cases.</p>	5527 Slots
<p>Transition Services: County pre-release services and planning with the Department of Corrections staff, which assist the offender in transitioning from local control or state custody to the community. Includes development of housing, treatment, employment, and other services prior to release to improve an offender's chance of successful reintegration back into the community.</p>	868 Slots/Beds
<p>Urinalysis: Testing conducted for detecting drug and/or alcohol use</p>	6,639 Slots
<p>Other: Any program/service that is provided to adult felony offenders that does not fit into any of the above categories. Examples include victim mediation; SMART program (supervision also coordinated with local law enforcement); education programming; Theft Recovery, etc.</p>	1,407 Slots

APPENDIX 3: OFFENDER POPULATION BY COUNTY

<u>County</u>	<u>Felony</u>	<u>Misdemeanor</u>	<u>Total</u>
Baker	185	59	244
Benton	390	87	477
Clackamas	2015	1045	3060
Clatsop	405	222	627
Columbia	487	149	636
Coos	622	58	680
Crook	208	11	219
Curry	193	18	211
Deschutes	1454	104	1558
Douglas	1212	25	1237
Gill/Sher/Whee	70	40	110
Grant	48	27	75
Harney	87	31	108
Hood River	182	124	306
Jackson	2110	478	2588
Jefferson	234	43	277
Josephine	912	150	1062
Klamath/Lake	946	384	1436
Lane	3121	333	3454
Lincoln	515	57	572
Linn	1355	314	1669
Malheur	420	115	535
Marion	3469	497	3966
Multnomah	7045	1353	9057
Polk	516	216	732
Tillamook	216	89	305
Umatilla/Morrow	1022	11	1033
Union/Wallowa	288	12	300
Wasco	272	64	336
Washington	2629	1535	4165
Yamhill	859	663	1522
Total:	34,183	8,439	42622
Note: This reflects offender populations for the snapshot date of 7/1/2006			
Also, due to inconsistent data entry practices, caution should be used when			
interpreting the misdemeanor population counts. Total includes Out-of-State & Unk.			

APPENDIX 4: COMMUNITY CORRECTIONS FUNDING

